

**MINUTES**  
**GREEN BAY PLAN COMMISSION**  
**Monday, July 22, 2013**  
**City Hall, Room 604**  
**6:00 p.m.**

**MEMBERS PRESENT:** M. Conard–Chair, L. Queoff–Vice-Chair, S. Bremer, J. Reck, T. Duckett, J. Wiezbiskie, and T. Gilbert

**OTHERS PRESENT:** R. Strong, P. Neumeyer, N. Sparacio, D. Lindstrom, N. White, Ald. Warner, Ald. Boyce, R. Mach, J. Blom, B. Weycker, K. Keller, C. Naumann

**APPROVAL OF MINUTES:**

Approval of the minutes from the June 24, 2013 Plan Commission meeting

A motion was made by J. Wiezbiskie and seconded by T. Gilbert to approve the minutes from the June 24, 2013 Plan Commission meeting. Motion carried.

**NEW BUSINESS:**

7. (PP 13-03) Discussion and action on a proposed Business Improvement District (BID) Handbook to serve as an educational piece for the formation of new BIDs and to establish best practice for BID operation.

A motion was made by S. Bremer and seconded by L. Queoff to table the request. Motion carried.

N. White stated that the intended timeline is to have the BID handbook in place as a tool to assist with the formation of a new BID, which will be coming to the Plan Commission in August. N. White requested direction on what needs to be improved in the draft handbook.

6. (OMA 13-02) Discussion and action on the request to amend the Official City Map to reflect an alternative future road pattern southeast of Ontario Rd and Sitka Street submitted by Joel Ehrfurth, Mach IV Engineering & Surveying LLC (Ald. De Wane, District 2)

D. Lindstrom gave the staff report and recommendation. The proposed cul-de-sac is a minor departure from the previously approved area development plan. Staff is supportive of this change because it functionally has very little impact on connectivity.

S. Bremer noted that the Plan Commission has tried to maintain street connectivity and then asked why staff is supporting this change. D. Lindstrom stated that connectivity remains that goal but in this case, the proposed cul-de-sac is only affecting a few lots, and traffic flow is still provided by the larger grid pattern of Sitka Street, Beth Drive, and the future Gilbert Drive, as examples.

J. Wiezbiskie stated he has talked with Ald. DeWane, and he is supportive of the Official Map amendment as requested.

B. Mach stated they do support the future connection of Gilbert Drive to the west of Ontario road for the next phase of the development. The purpose of the amendment here is to increase the lot yield by two and make more efficient use of the street.

A motion was made by J. Wiezbiskie and seconded by T. Duckett to approve the request to amend the Official City Map to reflect an alternative future road pattern southeast of Ontario Rd and Sitka Street. Motion carried.

1. SNC 13-02) Discussion and action on the request from the Mayor's Office to rename "Ashland Avenue" to "Mike McCarthy Avenue". This request is in combination with similar renaming requests at the Village of Ashwaubenon and the City of De Pere (Ald. Boyce, District 7; Ald. Warner, District 9)

D. Lindstrom gave the staff report and recommendation. The request is to honor the Super Bowl achievement of Coach Mike McCarthy with a street renaming of a street with the same functional roadway classification as the previous Super Bowl winning coaches. Officials from each municipality (Village of Ashwaubenon and the City of DePere) agreed to investigate Ashland Avenue as a potential street. Staff sent notices to 212 property owners. At the time of this report staff received three (3) calls and four (4) emails in opposition to the request.

M. Conard asked what the results were in Ashwaubenon and D. Lindstrom stated they will be discussing this matter in a few weeks.

S. Bremer stated Holmgren and Lombardi did not have the problem of reconstructing the highway signs that adding the Mike to McCarthy makes. She added to further clarify the statement "working out" she understood from the staff report that the Packers themselves and Mike McCarthy had expressed their strong preference for Mike McCarthy Avenue.

Ald. Wiezbiskie asked how the City of DePere was handling this issue. D. Lindstrom stated they met and made a few different motions, one of which was to refer to staff while the other municipalities work together. Ald. Wiezbiskie stated that all three communities have to agree or it won't go through.

Ald. Wiezbiskie stated he is also greatly disturbed about spending \$400,000 for something like this. At this point, he proposed they call it "M. McCarthy Avenue". D. Lindstrom stated they had that discussion but it didn't actually change anything. Ald. Wiezbiskie stated he felt the Commission should be forming a group or committee to make these decisions and not just keep naming streets after one football player after another. He felt there should be an established method of doing this and a policy written and actually supported by that committee. He added he felt the Planning Staff has made the indication that the City of Green Bay should stand alone...the City of Green Bay. This is not Packer City or Packer whatever; Green Bay should have its own identity and felt it was more important to establish a policy so we don't end up with a football player on every street and alley in Green Bay.

M. Conard asked if this was something that could be looked at by the Commission and D. Lindstrom indicated staff actually has a draft policy and have done the research back to 2011 and could bring that back to the Commission by the next meeting.

J. Reck stated with all due respect to the individuals being honored, he was troubled by the cost. He understood the DOT would foot the bill but asked if the Commission could have more discussion regarding how that would work and how it would shift on down to the City. D. Lindstrom stated any time the City makes any transportation decisions they do consult the DOT. The DOT expects the municipality to rename the streets or have the local street designed and respects those decisions. Now it is just a matter of how they fund it and how long it takes.

J. Reck asked if it would be state dollars. R. Strong stated it could be state or federal funds.

M. Conard asked if something could be privately funded; i.e., individuals or businesses come together and say it should be Mike McCarthy Avenue and they would be willing to fund it. If the DOT is allowed to take donations, it could be done.

R. Strong stated there are three municipalities that need to come together and agree and there is the cost problem. He added his first thought was "are they kidding", a half million dollars to put a name on a sign? He liked the idea of honoring McCarthy and liked the idea of tying it in with Lombardi Avenue, Holmgren Way, Nitschke Bridge, Donald Driver Way, etc. It connects Lambeau Field to the downtown area. He stated he agreed with J. Wiezbiskie that they do not want downtown to be Lambeau Field but would like to draw the tourists down that are at Lambeau Field and vice versa. That is one thing being considered when looking at the map of where these streets connect. He felt it could be done in the City of Green Bay; that the City did not need DePere or Ashwaubenon to name their streets. If their streets are not named, the signs on the highway could stay Ashland Avenue.

The other thing is if they do want to change their name and want to save on the \$400,000 or whatever that cost is, maybe put McCarthy on the highway sign and when you get off the highway into the local municipalities, we use Mike McCarthy Avenue. McCarthy gets someone off the highway and onto the street. Once on the street, there would be more recognition for Mike McCarthy Avenue. He felt there are ways to get around that cost. He suggested putting a caveat on that and not recommend it at a \$450,000 cost to the taxpayers but recommend changing the name in Green Bay to Mike McCarthy Avenue. If that were to happen, the boundaries start just before Lombardi Avenue so if was going to be in the City alone, it should start at Lombardi and go in so there is a nice clear point at which Ashland stops and Mike McCarthy Avenue picks up. He stated this is all taxpayer's money, whether it is local, state or federal and this didn't come up with Holmgren because it didn't connect directly to the highway and Lombardi was named many years ago.

S. Bremer stated there is a discrepancy between the map and the written proposal which says that Mike McCarthy Avenue would go north to Dousman Street. The map shows it going another eight blocks beyond Dousman. She added she was paying particular attention to that because most of the communication received was rejecting this and they came from that area north of Dousman. D. Lindstrom stated the request states Ashland Avenue; the article in the paper was posted to Dousman and that was reported as an inaccuracy. He stated the original request was for the complete Ashland Avenue.

S. Bremer wanted to point out that there are two different street names for both Holmgren and Lombardi. Lombardi becomes Hazelwood and Holmgren becomes Gross Avenue. She agreed with R. Strong in wanting that connection to downtown otherwise it could be argued to keep it to the stadium district and name it as far north as Mason and make it a part of the stadium district which has the other two streets in it. That would be an alternative that would certainly lessen the impact on the many residences that are on Ashland Avenue north of Mason that has to deal with getting addresses changed, etc.

J. Reck stated concern as to where that money was coming from. If it is coming from funds that are gas taxes, we all pay those taxes and from a marketing perspective it is a huge cost. If it is presented in that manner it would be spread out not just over Green Bay, DePere and Ashwaubenon, it would be paid by everyone in the state of Wisconsin.

M. Conard stated she would like to see alternative ways to pay for it if it is going to be that much money.

D. Lindstrom stated that in the City of DePere, one of their motions was that no taxpayer monies were going to be used for the street signs as well.

Ald. Wiezbiskie asked if all three entities do not approve this, does it come before the Commission again. D. Lindstrom stated if one of the communities does not approve it, it would come back to the Plan Commission for an amended resolution because the resolution would say that.

R. Strong stated the Council could pass a resolution naming the two alternatives, if all communities agree; or if the other two or one does not, we would just rename Ashland as far north as the Commission would like to go with it. That could be in the resolution also.

M. Conard suspended the rules for Willbert Kuske. He stated he has lived on Ashland Avenue for 58 years. He added he helps elderly people in his neighborhood get identification cards at the DMV. He wanted to know what it would cost these people to get all of this changed again. He stated he has to change everything if his address is changed. He felt the City was nailing these people again. He stated north of Dousman Street has been declared a "depressed area". The kids at Fort Howard School get free lunches and he was concerned that it was that important to put Mike McCarthy's name on the street where he lives.

Ald. Warner stated he took a survey approximately one month ago to see how his constituents felt about the change. He stated the majority of people who would answer the door would like to see it go to McCarthy. He added he has had some people very passionate about it and some businesses very passionate about not changing the name. He added the cost was not discussed but the majority of people said to make the change in their district.

Ald. Boyce stated the people in the seventh district feel like they are being glossed over. He stated he took a survey and was blasted by his constituents. He did not want this change to go through the seventh district.

M. Conard asked Ald. Boyce what the results were of his survey. Ald. Boyce stated he talked to as many people as he could and the majority did not want this change.

T. Duckett asked Ald. Boyce how many people he talked to and Ald. Boyce stated approximately 30. He stated he received calls and emails and everyone was against it.

M. Conard returned the meeting to the regular order of business.

S. Bremer stated the staff report made a point of talking about finding a comparable street to the ones named for other Super Bowl coaches. The longer the discussion goes the more nervous she is about going forward without having some kind of policy of naming the streets. The Commission has at least one experience of naming a street for a Super Bowl Coach who then was no long a part of the community, who moved elsewhere. At this point, she stated she is not willing to support this as much as she feels the naming of a street for a Super Bowl winning coach may well be an appropriate thing to do, but she would like to have a policy behind to make that argument. She stated she is very concerned about the price of this particular thing and go with R. Strong's point to not support taxpayer funding for the Mike extension of the name.

L. Queoff stated she is concerned about the citizens who have to have their licenses changed, have someone take them to get this done and have the money to get all those changes made especially when they probably can't afford the price of a Packers ticket. She stated we love the Packers, yes, but at what cost.

R. Strong stated the business that is located on the frontage road will continue to have Ashland Avenue as their address. They have been told that by the U.S. Post Office. This would touch the businesses and homeowners that live directly on Ashland Avenue; approximately 200 plus residences.

Ald. Wiezbiskie stated if the service road remains Ashland Avenue it would make it very confusing for anyone trying to find those businesses.

A motion was made by J. Wiezbiskie and seconded by S. Bremer to table the request from the Mayor's Office to rename "Ashland Avenue" to "Mike McCarthy Avenue" and allow staff to develop a street naming policy. Motion was withdrawn by J. Wiezbiskie.

A motion was made by T. Duckett and seconded by S. Bremer to approve Item #1 as written. The vote was 2-5 with M. Conard, L. Queoff, J. Reck, S. Bremer and J. Wiezbiskie voting no. Motion denied; no recommendation.

S. Bremer stated she voted no to the previous questions because she cannot in good conscience support \$450,000 of taxpayer money, or support having frontage road not named the same as the road that it fronts, or the length of Ashland Avenue that is going to impact not only taxpayers but also residents and businesses. Having said that she felt if they go with McCarthy Avenue which avoids the \$450,000, she could at least consider this. She is very concerned about the rest of the items. If the Commission leaves it contingent on having DePere and Ashwaubenon, that it not be run to the very north end of town. There are a lot of businesses and relatively poor residents who will be impacted. She suggested that Mason Street might be an appropriate place to stop. She stated this is not a motion but that she was expressing her opinion about the issues that came up.

A motion was made by T. Duckett and seconded by S. Bremer to hold over the request from the Mayor's Office to rename "Ashland Avenue" to "Mike McCarthy Avenue" in order to research the cost to the individual businesses and average homeowner; to compare the costs of prior changes to Lombardi Avenue and Holmgren Way; and research the street naming practices of other municipalities. Motion carried.

2. (ZP 13-06) Discussion and action on the request to amend an existing Planned Unit Development (PUD) for modified signage located at 1301 Brosig Street, submitted by John C. Gage, Reinhold Sign Co. (Ald. Nicholson, District 3)

P. Neumeyer gave the staff report and recommendation. He stated that the actual address of the building in question is 1281 Brosig Street. The original Planned Unit Development (PUD) was developed and approved in August 1999 to permit the Goodwill Store and Harbor Freight Tools uses. Curves is the current tenant with room for two additional tenant spaces. The current PUD permits up to 100 square feet of wall mounted signage for the "Commercial Outlot" as identified in the existing PUD. The proposed amendment would allow each individual tenant 32 square feet of signage along the west façade of the building facing Brosig Street and 12 square feet along the south facing side of the building where the main entrances are located.

A motion was made by J. Wiezbiskie and seconded by T. Duckett to amend an existing Planned Unit Development (PUD) for modified signage located at 1281 Brosig Street (aka 1301 Brosig Street) subject to the draft PUD amendment. Motion carried.

3. (ZP 13-19) Discussion and action on the request to rezone 1805 Radisson/1809 & 1813 St. George Street from Varied Density Residential (R3) to General Commercial (C1) and a Conditional Use Permit (CUP) to construct a free-standing parking lot within the subject area, submitted by Dave Chrouser, Mau & Associates (Ald. Moore, District 6)

P. Neumeyer gave the staff report and recommendation. The request is to create a free-standing parking lot to help alleviate the parking demand from the adjoining parcel to the north, BCS International. The subject area is comprised of three lots that are proposed to be combined. The area for the proposed parking lot is approximately 29,620 square feet of the three combined lots. The proposal is to create a 6,770 square foot, 17 stall parking lot with access from St. George Street. A transitional yard will be provided along the west property line to provide a buffer to the remaining residential properties. Existing residential drives along Perrot Street, Radisson, and St. George Street will be closed to city standards.

J. Wiezbiskie stated that although he did not talk with Ald. Moore regarding this item, he believes that Ald. Moore has been working in this area and he would be in favor of the request.

Eric D. Marcelle, 1169 Perrot Street, an adjacent property owner, is opposed to the request. He stated he has nothing to gain from the proposed parking lot. He stated that he was concerned about vehicle emissions, noise, light, and storm water runoff as well as property maintenance issues.

Dave Chrouser, the applicant, stated that this request was consistent with the City's Comprehensive Plan and that BCS International is in need of additional parking for their employees and will comply with site plan requirements.

S. Bremer asked about the buffer and its design.

P. Neumeyer explained the requirements of the zoning code relative to the buffer requirements.

A motion was made by T. Duckett and seconded by J. Reck to approve the request to rezone 1805 Radisson/1809 & 1813 St. George Street from Varied Density Residential (R3) to General Commercial (C1) and a Conditional Use Permit (CUP) to construct a free-standing parking lot within the subject area, subject to:

- a. Standard site plan review and approval
- b. All applicable standards listed in Chapter 13, Green Bay Zoning

Motion carried.

- 4. (ZP 13-20) Discussion and action on the request to authorize a Conditional Use Permit (CUP) within a General Industrial (GI) District to construct a substation located in the 2000 Block South Broadway, submitted by Randy Harbath, Georgia-Pacific Corporation, property owner (Ald. Warner, District 9)

P. Neumeyer gave the staff report and recommendation. The request will allow Georgia-Pacific to increase the electrical service capability for the Green Bay Broadway Mill and will replace an existing South Broadway substation. The existing substation located at 1445 South Broadway will be removed and a new one will be constructed as part of the CUP. The rectangular lot contains a total of approximately 8.85 acres of which the substation will utilize approximately 2.30 acres of the lot. The site is separated by a railroad spur to the north and Potts Avenue to the south, which is part of the Village of Ashwaubenon. The substation compound will be fenced with a 6 foot chain-link fence with three strands of barb wire. Landscaping is provided around the foundation of the fence.

The compound will have a surface of gravel base course as the primary surface. Substations specifically use a gravel material because it provides the highest possible resistance between an individual in the substation and the ground. Concrete and other hard surfaces may be conductive and gravel is used because the rough surface minimizes the contact with those walking in the substation compound. It was suggested to the Commission to use some latitude to consider the use of the gravel material and related safety benefits as a condition of approval.

A motion was made by J. Wiezbiskie and seconded by S. Bremer to authorize a Conditional Use Permit (CUP) within a General Industrial (GI) District to construct a substation located in the 2000 Block South Broadway, subject to:

- a. Standard site plan review and approval
- b. All applicable standards listed in Chapter 13, Green Bay Zoning
- c. Gravel base course as proposed for the substation compound may be utilized for the safety and benefit of those working within the compound.

- 5. (ZP 13-21) Discussion and action on the request to amend the Larsen Green Planned Unit Development (PUD) ordinance to allow for a mixed-use development with a limited processing and production component, modifications to parking and traffic circulation, rehabilitation of the existing buildings, and additional signage, generally located in the 300 block of North Broadway and submitted by DDL Holdings, LLC, petitioner (Ald. Boyce, District 7)

N. Sparacio gave the staff report and recommendation. The subject area includes about 2.74 acres of the PUD known as Larsen Green and currently includes existing, vacant buildings, a stormwater management area, and surface parking. The property is owned by On Broadway, Inc. and is governed by a joint committee of On Broadway and City of Green Bay representatives. The applicants and the governing board have an accepted purchase agreement for the subject area, and are now working through the various approvals needed for the project.

N. Sparacio explained that the requested mixed-use development has an industrial component, consistent with the comprehensive plan, but also requires several changes to the PUD overlay zoning. The proposed development includes an expanded brewing and bottling facility for Titledown Brewing Company. It also includes a banquet facility for Titledown. There is a concept for creating a strong pedestrian linkage between the existing Titledown restaurant and this new brewery development. Other anticipated uses include retail space on the first floor and flexible office or residential space on the second floor. The project will mainly consist of remodeling of the existing Larsen Canning buildings, but there will also be an addition constructed for a portion of the brewery and for the apartment component in buildings C and D.

The site plan, floor plans, elevations, and renderings were reviewed. N. Sparacio stated that the remodeling and new construction would respect and enhance the historic nature of the site. Staff has worked with the applicants to address screening of the truck dock, the extent of the signage, the proposed lettering on the smokestack, plans for parking, and other issues of the site design. Overall, the proposed land uses, site design, and building design are very consistent with the vision and intent of the Larsen Green PUD.

N. Sparacio reviewed the specific changes being proposed to the PUD including several additional revisions that are not in the written staff report. Updates were provided regarding several follow up items including parking supply and demand, signage details, and review of the project by the On Broadway Design Review committee. N. Sparacio distributed the review letter from On Broadway to the Commission. On Broadway is supportive of the project, but did list a few suggestions in their letter. N. Sparacio distributed the updated PUD ordinance to the Commission and reviewed the changes.

Proper notification was provided for this item, and staff has received one comment in favor of the request. Staff is recommending approval of the PUD amendments subject to the revised draft PUD ordinance.

S. Bremer asked for clarification on the recommended contingency related to submittal of a parking plan. N. Sparacio stated that the parking plan is in progress, a draft has been submitted for review, and staff is confident that there is adequate space to accommodate the parking needs. The contingency is no longer necessary.

S. Bremer asked for clarification on the placement of lettering for the smokestack signage. It appears in the elevation drawings that it would cover the "Larsen" lettering in the existing brickwork. N. Sparacio stated that the proposed "Titledown" lettering is prohibited by the PUD ordinance from covering the historic lettering, so the elevation drawing exhibit is more conceptual in this regard. T. Duckett asked for the reasoning behind this prohibition. N. Sparacio stated that the intent of the Larsen Green PUD is to honor the history of the site, and the smokestack is considered a landmark element. T. Duckett asked whether the look of the new signage will fit with the existing signage. N. Sparacio stated that is always a concern with renovation of historic structures and suggested that the applicants be requested to provide clarification on this. M. Conard asked where the lettering would actually be oriented on the smokestack. N. Sparacio stated that it would have to be rotated from where it is shown in the elevation drawing



so that it does not cover the Larsen lettering. The Larsen lettering is only on the east side of the stack.

J. Blom of SMET Construction stated that they have no intent of covering the “Larsen” lettering in any way, but would like to have some flexibility as to where they specifically place the “Titledown” lettering so that it is most visible. They would like the flexibility to work with staff on that. J. Blom stated that the scale of the lettering will match. The “T” in Titledown will be the same size as the “L” in Larsen.

B. Weycker stated that his business, with Titledown in the name, envisions this sign to be a landmark for the city as a whole. We are “Titledown” and we should be proud of what we are as a City. B. Weycker stated that his goal for this project is to be as tasteful as possible in design terms. The brewery and restaurant are both historic and will work together and be connected for his customers.

T. Duckett asked about the timeline and phasing for the project. B. Weycker stated that the brewery expansion is the first priority and is making this all possible. The buildings will be finished with all the windows added. K. Keller is the architect for the project and explained the mix of uses and parking plan. The parking works because the mix of land uses will have different peak times of demand.

S. Bremer asked how the use of the banquet hall will affect the parking supply. K. Keller stated that the additional capacity will come from the land to the north and other available parking in the vicinity. S. Bremer stated that Titledown has a great reputation as an entity that has worked well with historic structures. S. Bremer asked whether smells from the brewery will be a concern. K. Keller noted that the brewing process is fairly enclosed, and will be vented upward into the prevailing winds. B. Weycker stated that when the winds don’t carry the smell away, there will be a bread-like smell. This smell can be noticed at the restaurant currently, and many people enjoy that smell.

K. Keller stated that they will come back to the Plan Commission with the apartment portion of the project when it is ready. They just don’t have that information at his point. The intent is to maintain the historical look of the Broadway façade and add an industrial look facing the river.

T. Duckett asked what the timeline is for construction. J. Blom stated that they hope to complete the permitting and approval process in order to begin by the end of October.

A motion was made by J. Wiezbiskie and seconded by J. Reck to approve amendments to the Planned Unit Development ordinance allowing a mixed-use development with a limited processing and production component, modifications to parking and traffic circulation, rehabilitation of the existing buildings, and additional signage, generally located in the 300 block of North Broadway, subject to the draft ordinance as presented. Motion carried.

#### 8. (PP 12-07) Discussion and action on the “Responsibilities and Ground Rules for the Planning Process” for the Downtown Master Plan.

N. Sparacio gave an update on the Downtown master planning process. A report of the June 27 public workshop was provided as well as the “Responsibilities and Ground Rules for the Planning Process” document.

S. Bremer noted that there is a significant difference between the public input in the 1997 downtown plan and the current downtown plan. Attitudes have changed for the positive.

A motion was made by J. Wiezbiskie and seconded by J. Reck to approve the "Responsibilities and Ground Rules for the Planning Process" for the Downtown Master Plan. Motion carried.

9. Request by Jim Sanderson to name the yet-to-be constructed street in the 300 block of North Washington Street as "Navarino Street" (Ald. Boyce, District 7)

D. Lindstrom gave the staff report and recommendation. It was noted that a key difference between street renaming and this item is that this is a new street that did not exist before. The procedure here is for the City to simply establish the new name. D. Lindstrom also explained that the Navarino name is not supported by staff here, as this location is removed from the Navarino neighborhood and the new Navarino Park.

A motion was made by L. Queoff and seconded by S. Bremer to approve the request. Motion carried.

10. Request by Ald. Nicholson to review the City's signage ordinance, with possible action.

11. Request of Ald. Nicholson to review and amend Chapter 13-519(f).

A motion was made by J. Wiezbiskie and seconded by J. Reck to Receive & Place on file Items 10 and 11. Motion carried.

A motion was made by T. Duckett and seconded by J. Wiezbiskie to adjourn the meeting at 8:28 pm. Motion carried.